

Message Text

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ACTION IO-14

INFO OCT-01 EUR-25 NEA-10 ADP-00 CIAE-00 DODE-00 PM-07

H-03 INR-10 L-03 NSAE-00 NSC-10 PA-03 RSC-01 PRS-01

SS-15 USIA-12 ACDA-19 RSR-01 OMB-01 TRSE-00 /136 W

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R 131215Z JUL 73

FM AMEMBASSY NICOSIA

TO SECSTATE WASHDC 7608

INFO AMEMBASSY ANKARA

AMEMBASSY ATHENS

AMEMBASSY LONDON

AMEMBASSY OTTAWA

USMISSION USUN

USMISSION NATO

C O N F I D E N T I A L SECTION 1 OF 2 NICOSIA 1564/1

E.O. 11652: GDS

TAGS: PINS, CY, UN

SUBJECT: UNFICYP REDUCTION

REF: A. USUN 2310; B. NICOSIA 1445; C. NICOSIA 1340; D. USUN
2266; E. NICOSIA 1221

BEGIN SUMMARY: THIS EMBASSY HAS MADE THE ARGUMENTS AS TO WHY
UNFICYP SHOULD BE REDUCED NOW. IN THE FOLLOWING PARAGRAPHS
WE SET FORTH SUGGESTIONS AS TO THE PARTICULAR POINTS WE BELIEVE
SHOULD BE MADE TO THE UN SECRETARIAT TO FORCE A SERIOUS
CONSIDERATION OF A UNFICYP REDUCTION IN LINE WITH AMBASSADOR
SCALI'S STATEMENT IN JUNE. WE PROPOSE ALSO SOME SPECIFICS AS TO
HOW THE REDUCED FORCES WOULD BE STRUCTURED, AND ENDEAVOR
TO DISPOSE OF SOME OF THE CURRENT ARGUMENTS AGAINST ACTION
TO REDUCE UNFICYP. END SUMMARY

1. FROM NICOSIA'S STANDPOINT, THE POINTS WHICH WE BELIEVE
SHOULD BE EMPHASIZED TO GUYER AND URQUHART IN PREPARATION FOR
THE UNSYG FOLLOWUP ON UNFICYP ARE AS FOLLOWS:

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(A) IF DECISIONS ARE TO BE APPROACHED SYSTEMATICALLY, UNSYG SHOULD BE READY BY OCTOBER TO DISCUSS WITH A MEETING OF TROOP CONTRIBUTING COUNTRIES WHAT HE PROPOSES TO RECOMMEND TO UNSC IN DECEMBER. (WE ENVISAGE A FULL SCALE REVIEW AT THAT TIME, RATHER THAN A PRO FORMA MEETING A FEW DAYS BEFORE THE UNSC MEETING, AS HAS BECOME THE CUSTOM. FOLLOWING SUCH A MEETING, WE COULD CONSULT PRIVATELY WITH OTHER CONTRIBUTORS AND WITH UNSC TO MAKE OUR FURTHER INPUT. WE THINK UNSYG WOULD BE WISE TO PHRASE HIS PRESENTATION TO OCTOBER CONTRIBUTORS' MEETING AS "TENTATIVE IDEAS," SO THAT HE DOES NOT PAINT HIMSELF INTO A CORNER BEFORE WE WEIGH IN.)

(B) TO MEET THAT SCHEDULE, UNFICYP WILL NEED INSTRUCTIONS BY THE BEGINNING OF AUGUST, AND SHOULD BE PREPARED TO RESPOND TO THEM BY MID-SEPTEMBER. (UNFICYP WILL NOT TAKE FURTHER STUDIES WITHOUT EXPLICIT UNSYG DIRECTION, AND WILL PROBABLY TAKE THE VIEW THAT ITS MAY STUDIES CONSTITUTE SUFFICIENT EXAMINATION OF ALTERNATIVES.)

(C) WHILE WE CANNOT OF COURSE UNDERTAKE TO TELL THE UNSYG WHAT HIS CONCLUSION SHOULD BE, WE BELIEVE THAT THE FAILURE SERIOUSLY TO ADDRESS AMBASSADOR SCALI'S PROPOSAL FOR A STUDY OF 25 PERCENT, 50 PERCENT AND 75 PERCENT REDUCTIONS WOULD BE AN AFFRONT TO US.

(D) WE DO NOT BELIEVE THAT ANY SUCH STUDIES SHOULD BE MADE CONTINGENT UPON "PROGRESS OF THE INTERCOMMUNAL TALKS" AS UNSYG SUGGESTED IN HIS MAY 31 REPORT, OR UPON A FURTHER IMPROVEMENT IN RELATIONS, OR UPON FORMAL COMMITMENTS CONCERNING "DECONFRONTATION." OUR ARGUMENTS ARE IN REFTEL B. (WE DO NOT OF COURSE ARGUE THAT UNSYG CANNOT RECOMMEND AGAINST ACTION UNTIL SUCH CONDITIONS ARE ESTABLISHED, BUT OUR POINT IS THAT THE STUDIES MUST NOT BE COUCHED IN SUCH TERMS AS TO BE INOPERABLE FAILING SUCH STEPS. WE PRESUMABLY WILL WISH TO BE IN A POSITION TO ARGUE FOR THE IMMEDIATE IMPLEMENTATION OF A SERIOUS CUT.)

(E) WE ANTICIPATE THAT ANY RECOMMENDATIONS MADE BY THE SECRETARY GENERAL IN DECEMBER WILL DEMONSTRATE HOW THE RECOMMENDED FORCE STRUCTURE IS TO BE FINANCED. (THIS MAY BE OUR STRONGEST CARD. NOBODY CAN ASSAIL US, GIVEN THE LEVEL OF OUR CONTINUING CONTRIBUTIONS PLUS OUR ONE-TIME EFFORT IN JUNE 1972. IF WE CAN FORCE THE OTHER CONTRIBUTORS TO MATCH THEIR RECOMMENDATIONS AS

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TO THE FUTURE SIZE OF THE FORCE WITH THEIR COMMITMENTS AS TO HOW THEY WILL FINANCE IT, WE MAY DISCOVER A HITHERTO UNTAPPED SOURCE OF SUPPORT FOR OUR VIEWS ABOUT THE SIZE OF THE FORCE.)

2. IN THE FOLLOWING PARAGRAPHS, WE SHALL SET FORTH SOME SUBSIDIARY ARGUING POINTS AND INFORMATION WHICH MAY BE OF VALUE TO USUN IN THIS DEBATE.

3. AN OBSERVER/MEDIATOR GROUP.

WE CONTINUE TO FIND HERE THAT MUCH OF THE ARGUMENTATION AGAINST A FORCE REDUCTION COLLAPSES IF IT IS ACCEPTED THAT UNFICYP WILL NOT USE FORCE WHICH IN FACT IT HAS NEVER DONE. OUR DATT HAS EXAMINED THE PRESENT FORCE STRUCTURE AND ESTIMATES OBSERVER/MEDIATOR FORCE COULD FUNCTION WITH MINIMUM OF APPROXIMATELY 560 MEN. THIS WOULD PROVIDE 20 STATIONARY FIVE-MAN TEAMS, 60 MOBILE TWO-MAN PATROLS, WITH RESERVE FORCE OF 60 MEN (FOR TEMPORARY PLACEMENT PARTICULARLY TENSE AREAS). ADDITIONAL 280 MEN WOULD PROVIDE COMMAND STRUCTURE AND ADMINISTRATIVE SUPPORT. VEHICLE MAINTENANCE, COMMUNICATIONS, ETC., WOULD BE CONTRACTED OUT TO PRIVATE AGENCIES AND FORCE WOULD BE EXPECTED LIVE ON LOCAL ECONOMY, WITH SUBSISTENCE ALLOWANCE. TEAMS COULD BE ARMED OR UNARMED BUT WOULD NOT BE EXPECTED BECOME MILITARILY ENGAGED IN ANYTHING OTHER THAN SELF-DEFENSE, AND THIS ONLY AS LAST RESORT.
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C O N F I D E N T I A L SECTION 2 OF 2 NICOSIA 1564/2

4. AN INTERMEDIATE 25 PERCENT REDUCTION.

IF IN OCTOBER IT BECOMES CLEAR THAT OTHER CONTRIBUTORS WILL NOT GO ALONG WITH SO DRAMATIC A FORCE REDUCTION, WE CONTINUE TO

BELIEVE THAT AN INTERIM REDUCTION OF 25 PERCENT WOULD BE DESIRABLE, ASSUMING THAT FINANCIAL PLEDGES ARE FORTHCOMING TO SUPPORT IT. AS INITIAL STEP, WE FEEL UNFICYP, IN PRESENT FORM AND OPERATING UNDER CURRENT RULES OF ENGAGEMENT, COULD ABSORB IMMEDIATE 750-MAN CUT WITHOUT ALTERING FORCE EFFECTIVENESS. REDUCTION COULD BE ACCOMPLISHED BY ELIMINATION APPROXIMATELY 25 OF EXISTING 55 MANNED OPS, TOGETHER WITH COMMENSURATE CUT IN SUPPORT AND RESERVE FORCES. AREAS CURRENTLY MONITORED FROM OPS COULD BE COVERED BY TWO-MAN MOTORIZED PATROLS. (FROM BRITISH HICOM HERE, WE GET DISTINCT IMPRESSION THAT UK WOULD GO ALONG WITH 25 PERCENT REDUCTION, BUT WOULD BALK AT IMMEDIATE MOVE TO OBSERVER/MEDIATOR GROUP. THIS IS LARGELY BECAUSE OF BRITISH DEFENSE MINISTRY'S DESIRE TO KEEP THE BRITISH CONTINGENT AS A SCREEN FOR ITS BASE AT AKROTIRI.)

5. THE PROPOSAL FOR AN EXAMINATION OF A 50 PERCENT REDUCTION. WE SHOULD PERHAPS FOREWARN THE DEPARTMENT THAT A 50 PERCENT
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REDUCTION MIGHT WELL RUN INTO GREATER RESISTANCE THAN EITHER A SMALLER OR A LARGER ONE. A FORCE OF 1500 IS PROBABLY TOO BIG FOR A STRAIGHT OBSERVER/MEDIATOR ROLE, AND TOO SMALL TO PROVIDE A MEANINGFUL MILITARY CAPABILITY. WE SEE NO OBJECTION TO CONTINUING TO URGE UNSYG TO EXAMINE THIS POSSIBILITY, IN LINE WITH AMBASSADOR SCALI'S STATEMENT, BUT IT MAY PROVE USEFUL TO BE ABLE TO DROP A REQUEST FOR THIS PARTICULAR STUDY IF WE CAN FORCE SERIOUS CONSIDERATION OF THE OTHER TWO STUDIES.

6. HOW TO ELICIT A SERIOUS STUDY FROM UNFICYP.
THE SIMPLEST WAY TO FORCE A MEANINGFUL STUDY WOULD BE FOR THE UNSYG TO TELL UNFICYP TO ADVISE IT AS TO HOW IT WOULD STRUCTURE ITSELF IF INSTRUCTED TO REDUCE ITS PERSONNEL BY 25, AND BY 75, PERCENT. ANOTHER APPROACH WOULD BE FOR IT TO DRAFT INSTRUCTIONS WHICH HYPOTHESE CERTAIN CHANGES IN THE EXPECTATIONS LEVIED UPON UNFICYP. FOR INSTANCE, TO ASK UNFICYP WHAT PRESENCE WOULD BE REQUIRED IF IT WERE CHARGED ONLY WITH THE RESPONSIBILITY OF HAVING A RESPONSIBLE OFFICER (MAJOR OR ABOVE, OR A CIVILIAN EQUIVALENT) ALWAYS ON DUTY WITHIN 30 MINUTES BY JEEP FROM ALL KNOWN OR MAJOR POTENTIAL INTERCOMMUNAL TROUBLE SPOTS; THIS CAPABILITY NOT TO INCLUDE THE ABILITY TO BRING ARMED FORCE TO BEAR. FOR THE STUDY OF A 25 PERCENT REDUCTION, THE INSTRUCTION WOULD NEED TO MAKE CLEAR THAT THE UNSYG WOULD NOT EXPECT THE TYPE OF CLOSE-IN, ENLISTED PRESENCE REPRESENTED BY THE PRESENT OPS. (IF IT IS NOT MADE EXPLICIT THAT CHANGES TO THE CURRENT OPERATING PROCEDURES WOULD BE ANTICIPATED, HE MAY BE EXPECTED TO COME BACK WITH A SIMPLE RESPONSE THAT NO REDUCTIONS ARE POSSIBLE BEYOND THOSE DESCRIBED IN HIS MAY CONTINGENCY STUDY.)

7. THE LIKELIHOOD OF TURKISH OBJECTIONS.

THE TURK CYPRIOTS CONTINUE TO RESPOND TO ANY SUGGESTION THAT UNFICYP BE REDUCED ALONG THE FOLLOWING LINES: FIRST, IT SHOULD NOT BE REDUCED UNTIL THE SITUATION IMPROVES; SECOND, IF IT IS REDUCED, TURKISH AND GREEK CONTINGENTS SHOULD BE EXPANDED TO COUNTER BALANCE THE UNFICYP REDUCTION. ASIDE FROM THE ANSWERS TO THESE IN REFTELS, WE WOULD NOTE THAT THE FOLLOWING ARGUMENT HAS SOME EFFECT IN COUNTERING THE TURKISH POSITION: THE TURKS ARGUE THEY CANNOT THEMSELVES CONTRIBUTE SUBSTANTIALLY TO UNFICYP BECAUSE OF THE BURDEN THEY BEAR IN SUPPORTING THE TURKISH COMMUNITY. THIS MAY BE TRUE, BUT IF SO, THE TURKISH DECISION TO PUT ITS
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MONEY INTO SUPPORT OF THE TURKISH COMMUNITY RATHER THAN UNFICYP, DEMONSTRATES THE RELATIVE PRIORITIES THEY ASSIGN TO THE TWO TASKS. IF THEY BELIEVED THAT AN ARMED UNFICYP PRESENCE IS AS IMPORTANT AS THEY SOMETIMES SAY, PRESUMABLY THEY WOULD FIND MONEY TO SUPPORT BOTH, OR THEY WOULD DIVERT SOME SOURCES TO UNFICYP.

8. TO DISPOSE OF THE "NOT NOW" ARGUMENT.

WE CONTINUE TO HEAR, FROM THE BRITISH AND OTHERS, THAT THIS MAY NOT BE THE TIME TO REDUCE THE UNSYG'S LEVERAGE BY REDUCING UNFICYP, SINCE HE MAY NEED SUCH LEVERAGE TO FORCE THE INTERCOMMUNAL TALKS TO SUCCESSFUL CONCLUSION. FIRST, WE DO NOT THINK THE TALKS ARE THAT CLOSE TO AGREEMENT. SECOND, WE DO NOT THINK THAT THE SIZE OF UNFICYP CONSTITUTES THAT MUCH LEVERAGE. THIRD, THE ARGUMENT ASSUMES THAT THE LEVERAGE WOULD CONSIST OF A PROMISE BY THE UNSYG TO MAINTAIN THE PRESENT FORCES UNTIL SOME STIPULATED PERIOD IF AGREEMENT WERE REACHED ON A PROPOSED CONSTITUTION; THIS IS TO SUGGEST THAT WE WOULD BE WILLING TO MAINTAIN THE PRESENT LEVEL, AND THE MOUNTING DEFICIT, INTO SOME INDEFINITE FUTURE.

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